STATE OF CALIFORNIA

**CAPITAL OUTLAY** 

**BUDGET CHANGE PROPOSAL (COBCP)** 

**COVER PAGE** 

(REV 06/15)

**DEPARTMENT OF FINANCE** 

915 L Street

Sacramento, CA 95814

IMS Mail Code: A15

#### **BUDGET YEAR 2016-17**

**BUSINESS UNIT: 3790** 

COBCP NO: 12

Р

PRIORITY: 12

PROJECT ID:

0000765

DEPARTMENT:

Department of Parks and Recreation

PROJECT TITLE:

McGrath SB: Campground Relocation and Wetlands Restoration

TOTAL REQUEST (Dollars in Thousands)

\$1,029

MAJOR/MINOR: MA

PHASE(S) TO BE FUNDED:

PROJ CAT:

CRI

CCCI:

6069

## SUMMARY OF PROPOSAL:

The Department of Parks and Recreation (Department) requests \$1 million for preliminary plans from Proposition 40 bond funds (Public Resources Code Section 5096.610(a)) for this project to relocate the existing McGrath State Beach campground, maintenance yard, employee housing, campfire center, and day use parking. The campground and associated facility relocation/rehabilitation, including utility infrastructure replacement, is required due to yearly flooding resulting in loss of major revenue generation and disruption of access to the operational and visitor use facilities. This project will assist the Department in avoiding significant costs for ongoing clean-up and repair of deteriorating facilities due to regular flood damage.

HAS A BUDGET PACKAGE BEEN COMPLETED FOR THIS PROJECT? Ν **REQUIRES LEGISLATION?** IF YES, LIST CODE SECTIONS:

REQUIRES PROVISIONAL LANGUAGE? Υ

IMPACT ON SUPPORT BUDGET: **ONE-TIME COSTS: FUTURE COSTS:** Ν Ν Y

**FUTURE SAVINGS:** Y **REVENUE:** 

DOES PROPOSAL AFFECT ANOTHER DEPARTMENT? IF YES, ATTACH COMMENTS OF AFFECTED DEPARTMENT SIGNED BY ITS DIRECTOR/DESIGNEE.

SIGNATURE APPROVALS:			
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PREPARED BY	DATE	REVIEWED BY ( ) DATE	
Willhafe	1-4-16	HELL 114/16	
DEPARTMENT DIRECTOR	DATE	AGENCY SECRETARY DATE	
**********	******	**************	
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DOF ISSUE # PROGRAM	M CAT: PROJ	ECT CAT: BUDG PACK STATUS:	

ADDED REVIEW: SUPPORT: Original Signed By: OCIU: FSCU/ITCU: OSAE: CALSTARS:

Andrea Scharffer

PPBA:

DATE SUBMITTED TO LEGISLATURE: 1-7-14

BUSINESS UNIT: 3790 COBCP NO: 12 PRIORITY: 12 PROJECT ID: 0000765

### A. PURPOSE OF THE PROJECT

McGrath State Beach (SB) is located on the coastline between the cities of Ventura and Oxnard in Ventura County. The unit is generally bounded on the north by the Santa Clara River, on the east by Harbor Boulevard, on the south by the Southern California Edison Mandalay Generating Plant and McGrath Lake, and on the west by the Pacific Ocean. The mouth of the Santa Clara River is one of Southern California's last undammed rivers and has been designated as the Santa Clara Estuary Natural Preserve, the highest level of protection within the State Park System. The unit contains 295 acres, with 2 miles of ocean frontage. Vehicles enter the unit by an entrance off Harbor Boulevard. Recreation facilities at McGrath SB include 174 developed campsites, 3 restrooms with flush toilets and hot showers, a trailer sanitation station, temporary bike campground, and a campfire center, all constructed in the late 1960s.

McGrath SB is uniquely situated at the intersection of nine important habitats. These habitats include the Pacific Ocean, sandy beaches, coastal dunes, the Santa Clara River and estuary, a coastal back-dune lake (McGrath Lake), riparian woodlands, freshwater marsh, and brackish marshes. The mouth of the Santa Clara River opens and closes naturally throughout the year. When the river mouth is closed, the water level in the lagoon rises, affecting the adjacent campground facilities. A hardened earth levee provided some protection for the campground facilities but the levee deteriorated over time and was finally lost completely in 1998. Since that time the park has been completely at the mercy of the water levels of the Santa Clara River and is often inundated with water for extended periods of time. As a result of the regular inundation of water, the campground has been removed from the reservation system, the maintenance area and employee residences are regularly unusable, the sewer lift station is at risk of leaking into the Natural Preserve, the electrical system shorts out, the roads are deteriorating, the landscaping is dying, and the building foundations are deteriorating. As a result of chronic flooding and related facility damage, this park has been closed to the public since August 2014 and it is no longer practical to reopen in its current condition.

Both the 1979 General Plan, and the 2003 Natural Resources Management Plan acknowledged the need to relocate facilities within the park to accommodate the fluctuating water levels in the Santa Clara River. This project proposes to relocate and rehabilitate both public use and operational facilities within the park and to restore wetland habitat. Because most, if not all, of the facilities are being affected by the flooding, and the facilities are interconnected, very few "phasing" options exist.

Because a significant portion of the project (approximately \$10.4 million) is proposed for wetlands restoration, Parks intends to seek reimbursements from other funding sources. These sources may include Proposition 1 bond grants and funding from other state agencies that support these types of wetlands restoration projects, as well as funding from regional, non-state partners. Approximately 50 percent of the construction funds are anticipated to come from non-Park bond funds. Parks will not proceed to the working drawings phase for this project until these additional funds have been identified and confirmed.

## Provisional Language:

Provisional language is requested making these project funds available for encumbrance for two years, rather than one year, because the project is located in a place of natural resource sensitivity. This results in longer than average time requirements for design, permitting, environmental compliance, and construction.

### B. RELATIONSHIP TO THE STRATEGIC PLAN

The mission of the California Department of Parks and Recreation is to provide for the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation.

This project furthers the California State Parks Strategic Action Plan 2013-14 of the Department's mission by contributing to the following goals:

- <u>Restore public trust and accountability</u>.
   Currently, this Park is permanently closed due to flooding, making this park not available to the public.
- <u>Protect and preserve resources and facilities in the existing State Parks System.</u>
   This project will relocate and rehabilitate existing facilities in the park and areas will be restored to their natural wetland conditions.

## C. ALTERNATIVES

The following alternative solutions were considered to address the identified deficiencies:

Alternative 1: <u>Campground Relocation and Wetland Restoration (this project)</u>. This project would relocate/rehabilitate the existing campground in a new configuration, relocate the maintenance yard, employee housing, campfire center, and day use parking. Campground relocation/rehabilitation includes utility infrastructure replacement and upgrade for hookups. The project also includes interpretive elements at the public serving facilities and required restoration of the former campground.

Approximately half of this project involves the decommissioning and habitat restoration costs associated with the removal of old campground facilities that will continue to deteriorate from regular flooding. Because of chronic flooding this park has been closed permanently. The existing campground needs to be removed and restored to native habitat. Although it could be argued that the restoration could possibly be pursued later to reduce initial development costs, such a phased approach would not be cost effective and result in higher total costs.

Alternative 2: <u>Campground Rehabilitation/relocation – Phased</u>. This project is the same as Alternate 1 except in a 'Phased' approached. Project elements would be grouped in a logical manner to allow the project to be phased over two or more projects.

Although each phase will be less costly than the recommended alternative, the ultimate cost of all phases combined would be greater than the recommended alternative due to inflation and the inherent cost increase of multiple projects over one. In addition, because the elements of the overall project are interconnected, it would be difficult to phase the project in a way that would provide an acceptable level of service at each phase. For instance, portions of the campground may be rehabilitated but the supporting operational facilities would be unusable. This alternative may also require "temporary" elements to be constructed to support constructed phases until the final project elements could be constructed, such as utility infrastructure or roadways. Finally, the campground relocation and the wetland restoration are most economical to complete as one project because the excess soil generated from the creation of the wetlands can be used to elevate the new campground area safely out of the highest expected water levels. Completing these components separately will require

purchasing and hauling imported soil for the campground, as well as the hauling and disposing of exported soil for the wetlands, both of which are very costly.

Alternative 3: <u>No Project</u>. The Department would continue to operate this park at a net loss, without any public access, effectively keeping this 2-mile stretch of the coast closed to the public. The current facilities would continue to be inundated and unusable, and continue to deteriorate.

### D. RECOMMENDED SOLUTION

Recommended Alternative and Why

The recommended alternative is Alternative 1 - Campground Relocation and Wetlands Restoration. This project would relocate/rehabilitate the existing campground in a new configuration, relocate the maintenance yard, employee housing, campfire center, and day use parking, and restore former campground sites. The restoration effort will help address the on-going flooding. The proposed project will restore and improve public access to a popular coastal campground and help meet demand for these types of facilities in a manner that is cost-effective and sustainable.

## Detailed Scope Description

The existing campground contains approximately 174 tightly-spaced RV or tent sites. These sites will remain closed and will be restored to a native wetland condition.

A new campground will be created to meet the needs of current and future visitors. The proposed new campground design will include a variety of camping opportunities that will improve the visitors' experience with modern accommodations. The project will develop up to approximately 125 new overnight accommodation sites, including: recreational vehicle electrical hook-ups and sewer dump stations, traditional drive-in tent sites, non-traditional overnight use cabins, environmental tent sites, a small number of group sites to accommodate up to 40 people each. The project also includes visitor facilities, similar to the existing campground, such as restrooms/showers, parking, an amphitheater/campfire center, a maintenance shop, staff residences, information kiosks, trails, and other appurtenant facilities. The final design will be influenced by more current natural and cultural resources data as well as a better understanding of the site hydrology, and may include the use of bio-swales to capture run-off and an enhanced estuary design for the enhancement of plant and wildlife.

### 3. Basis for Cost Information

Public works contract costs have been estimated by the Department based on the detailed project scope description, schematics and outline specifications. The estimate is based on RSMeans cost data. Costs are then adjusted for general conditions of the contract, the contractor's overhead, profit and bonds/insurance. The estimate is then adjusted to the midpoint of the anticipated construction period at a rate of 0.42 percent per month to adjust for the effects of inflation.

## 4. Comparison to Least Expensive Alternative

The least expensive alternative would be to do no project. However, under this scenario, the current facilities would continue to be inundated and be unusable on a regular basis, and continue to deteriorate.

# 5. Impact on Support Budget

The park is currently not generating any revenue and is currently being operated at a net loss to cover the costs of managing a closed park, including security patrols and maintenance for safety purposes. The proposed new campground is expected to generate approximately \$1.2 million in annual gross revenues or an estimated \$505,000 in net revenues after accounting for operating expenses. The project includes the development of various types of camping opportunities, including conventional car camping spots, environmental tent camping, full-hookup RV camping, and cabins. This mix of facilities is consistent with Parks' goals of becoming more relevant to park visitors and improving sustainability through increased revenue generation. The addition of full-hookup RV spaces and cabins is expected to increase demand by appealing to different users and by expanding off-season use. Projected revenues are based on use patterns at other nearby parks with similar amenities.

# 6. Project Risks/Secondary Effects

With the campground being re-opened, additional visitation and revenue generation is anticipated. Existing operational resources that were used to maintain aged and failing infrastructure will be available to provide direct public services.

# 7. Interagency Coordination

California Environmental Quality Act (CEQA), coastal permits, Corps of Engineers and California Fish and Wildlife coordination and permits will be required.

## 8. Attendance History

Recent annual attendance is provided below. The park was permanently closed to the public in August 2014.

Year	Day-Use	Camping	Total
2009/10	6,528	154,015	160,543
2010/11	8,632	121,199	129,831
2011/12	21,826	39,649	61,475
2012/13	34,994	56,640	91,634
2013/14	40,076	12,247	52,323

#### 9. Environmental Indicators

Chapter 664, Statutes of 2003 expresses legislative intent that departments within the Natural Resources Agency use environmental indicators, where applicable, in the development of budget proposals. The Environmental Protection Agency and the Natural Resources Agency have jointly developed an initial set of Environmental Protection Indicators for California. This project could result in improvements in the following indicators:

• Ecosystem Health: This project will restore wetland habitat and prevent waste (from sewer lift station or other existing facilities) from getting in the natural preserve area.

## E. CONSISTENCY WITH GOVERNMENT CODE SECTION 65041.1

1. Does the recommended solution (project) promote infill development by rehabilitating existing infrastructure?

Yes

Explanation: Currently a portion of the park's infrastructure is inundated with water most of the year. This project will make the necessary renovations to prevent damage from flooding by either moving out of the inundation zone or designing as such to withstand such conditions.

2. Does the project improve the protection of environmental and agricultural resources by protecting and preserving the state's most valuable natural resources?

Yes

Explanation: Existing campground, which continually is flooded, will be relocated and site rehabilitated, to enhance the existing natural resources, such as the existing riparian, wetlands and adjacent sand dunes.

3. Does the project encourage efficient development patterns by ensuring that infrastructure associated with development, other than infill, support efficient use of land and is appropriately planned for growth?

Yes

Explanation: The proposed project will create an area useable year-round and will restore the natural wetland habitat in other areas for the enjoyment of generations to come.

### F. JUSTIFICATION FOR AGENCY RETAINED ITEMS

This project will relocate/rehabilitate an existing campground in a new configuration, relocate the maintenance yard, employee housing, campfire center, and day use parking. In addition, the project will provide relocation/rehabilitation of the campground and associated facility, which includes utility infrastructure replacement and upgrade for hookups.

The sensitive nature of the multiple habitat areas will require Environmental, Cultural Resources and Natural Resources staff to ensure compliance with CEQA, obtain all necessary permits (project is on the coast and surrounded by riparian and other sensitive habitat and species), survey for cultural and natural resources and ensure minimal impact of these resources throughout the project. It is anticipated Native American monitoring will be necessary, due to the location of the project and known sites in the area. With all of these cultural and natural resources in the area, an interpretive component is included

Visitors are exposed to the many significant natural resources and habitats that are found throughout the park. Interpretive messages can enhance this experience by adding depth and breadth to the visitor's understanding and appreciation of this unique setting, assist in educating the public on the steps being taken to preserve, restore and enhance park resources, as well as provide crucial information to help keep park visitors safe. This request includes funding for interpretive staff to develop, fabricate and install these messages.

# DEPARTMENT OF PARKS AND RECREATION ACQUISITION AND DEVELOPMENT CAPITAL OUTLAY COST ESTIMATE

UNIT:McGrath State BeachDATE:6/26/2015PROJECT:Campground Relocation and Wetland RestorationBY:BM/MB

#### DESCRIPTION

Relocate/rehabilitate an existing campground, relocate the maintenance yard, employee housing, campfire center, and day use parking. The campground and associated facility relocation/rehabilitation, including utility infrastructure replacement and, is required due to yearly flooding, resulting in loss of major revenue generation and disruption of access to the operational and visitor use facilities.

## **ESTIMATE SUMMARY**

Item:

DEMOLITION SITE WORK UTILITIES BUILDING LANDSCAPING WETLAND RESTORATION	88,000 1,636,000 3,569,000 4,900,000 1,205,000 6,912,000	
		40.040.000
ESTIMATED TOTAL CURRENT COSTS on June 26, 2015	CCCI 6069	18,310,000
Escalate to Constr Start 49 months at 0.42%/mo		3,768,000
Escalate to Constr Midpoint 6.5 months at 0.42%/mo		500,000
ESTIMATED TOTAL CONTRACTS		22,578,000
Contingency @ 7%		1,580,000
ESTIMATED TOTAL CONSTRUCTION COST		24,158,000
ARCHITECTURAL AND ENGINEERING SERVICES		2,176,000
OTHER PROJECT COSTS		484,000
ESTIMATED TOTAL CONTRACTING AGENCY COSTS		26,818,000
AGENCY RETAINED ITEMS		972,000
ESTIMATED TOTAL PROJECT COST		27,790,000

### DEPARTMENT OF PARKS AND RECREATION ACQUISITION AND DEVELOPMENT CAPITAL OUTLAY COST ESTIMATE SUMMARY OF COSTS BY PHASE

UNIT:McGrath State BeachDATE:6/26/2015PROJECT:Campground Relocation and Wetland RestorationBY:BM/MB

CATEGORY	S	Р	w	С	E	TOTAL
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PW CONTRACT COSTS						
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PW Contingency	**		7 N. C.	1,580,000		1,580,000
SUBTOTAL PW CONSTRUCTION COST	300位数3 <b>0</b> 00	<b>动的口的种种形式</b>	* CONCRETE	24,158,000	A WALLES	24,158,000
A & E SERVICES						
A & E Design	-	575,000	1,100,000	270,000	STREET, A	1,945,000
As-Built Drawings				5,000		5,000
Inspection Services	and the second second			226,000		226,000
Other SUBTOTAL A&E SERVICES	-	575,000	1,100,000	501,000	Table 1	2,176,000
SUBTOTAL AGE SERVICES		373,000	1,100,000	301,000	Canada Calanteria	2,170,000
OTHER PROJECT COSTS	l designation in the designation	to State and the Control of the Control	0.000		related & Farther Colors	2 000
Accessibility Review Construction Management	2/2/2		2,000 15,000	85,000		2,000   100,000
Contract Administration	Section Contract	_	3,000	3,000		6,000
Estimating	_	10,000	5,000	5,000	100	20,000
Fees	_	80,000	40,000	-		120,000
GIS	_	11,000	2,000	2,000		15,000
HAZMAT	-	25,000	-	-		25,000
Office Administration	-	-	-	2,000		2,000
Other	-	-	-	-		<u>-</u>
Permits	-	12,000				12,000
Project Management	-	35,000	35,000	17,000		87,000
Public Communications	-	00.000	-	5.000	10.00	05.000
Specialty Consultants Testing		90,000		5,000		95,000
SUBTOTAL OTHER PROJECT COSTS	-	263,000	102,000	119,000	The second second	484,000
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TOTAL CONTRACTING AGENCY COST	-	838,000	1,202,000	24,778,000		26,818,000
AGENCY RETAINED ITEMS		•	r			
ARI Consultant Contracts Cultural Resources	-	46,000	4,000	55,000		105,000
Environmental Review	[	32,000	3,000	1,000	114.14	36,000
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Furniture / Fixtures				4.543	_	_
General Plan		ya Sarta Caranga men	Fall Withouth VI alreads	- And to to safe Profits safe;	a respective	-
Monitoring	-	-	-	_		-
Interpretation	-	31,000	20,000	311,000		362,000
Natural Resources	-	82,000	73,000	69,000		224,000
Other	-	- 	<u>.</u>	<u>-</u>		<u>-</u>
Signs				145,000		145,000
Site Furnishings Site Surveys		The Control		100,000		100,000
	-	461.55	402.222	021.255		
TOTAL AGENCY RETAINED COSTS	-	191,000	100,000	681,000	<del>                                     </del>	972,000
TOTAL ESTIMATED PROJECT COST		1,029,000	1,302,000	25,459,000	-	27,790,000

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STATE OF CALIFORNIA	CHANCE BROBOSAL (CORCE)	Death.		<b>Year 2016-1</b> 00765
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Department Title:	Department of Parks and Recreation	randa kan da br>Barangan da kan da k	Progarm ID	2860
Project Title:	McGrath SB: Campground Relocation and	Wetlands Restoration	COBCP#:	12
Program Category:	CRI - Critical Infrastructure Deficiencies - Ex		Priority:	12
Program Subcategory:	RD - Recreation Development		MA/MI:	MA
dentify all items which fit into	the categories listed below. Attach a detailed for which you plan to request funding in the fu	l list if funding is included in this requivure. When possible, identify funding	est. Provide de g needs by fisca	scriptions and al year (BY+1
PROJI	ECT RELATED COSTS		COST	TOTAL
AGENCY RETAINED:			1, 2, 3, 3, 3, 3	
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	ans: 31; Working Drawings: 20; Construction 3		362	2]
	Signs: 145 and Site Furnishings: 100)		245	1
		TOTAL AGENCY RETAI		97
GROUP 2 EQUIPMENT				
		TOTAL GROUP2 EQUIP	MENT	
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ONE-TIME COSTS		146 - 156 -	Section 200	
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STATE OF CALIFORNIA	Budget \	ear 2016-17
CAPITAL OUTLAY BUDGET CHANGE PROPOSAL (COBCP)	0000765	
SCOPE/ASSUMPTIONS WORKSHEET	BU/Entity:	3790
Department Title: Department of Parks and Recreation	Progarm ID	2860
Project Title: McGrath SB: Campground Relocation and Wetlands Restoration	COBCP#:	12
Program Category: CRI - Critical Infrastructure Deficiencies - Existing	Priority:	12
Program Subcategory: RD - Recreation Development	MA/MI:	MA
	<del></del>	

**Project Specific Proposals:** For new projects provide proposed Scope language. For continuing projects provide the latest approved Scope language. Enter Scope language in cell A110.

Conceptual Proposals: Provide a brief discussion of proposal defining assumptions supporting the level of funding proposed by fiscal year in relation to outstanding need identified for that fiscal year. (Also include scope descriptions for BY+1 through BY+4 in cell A110).

This project will relocate and rehabilitate an existing campground, and relocate the maintenance yard, employee housing, campfire center, and day use parking. The campground and associated facility relocation and rehabilitation, including utility infrastructure replacement, is required due to yearly flooding, which results in loss of major revenue generation and disruption of access to the operational and visitor use facilities. This project will assist the Department in avoiding significant costs for ongoing clean-up and repair of deteriorating facilities due to regular flood damage.